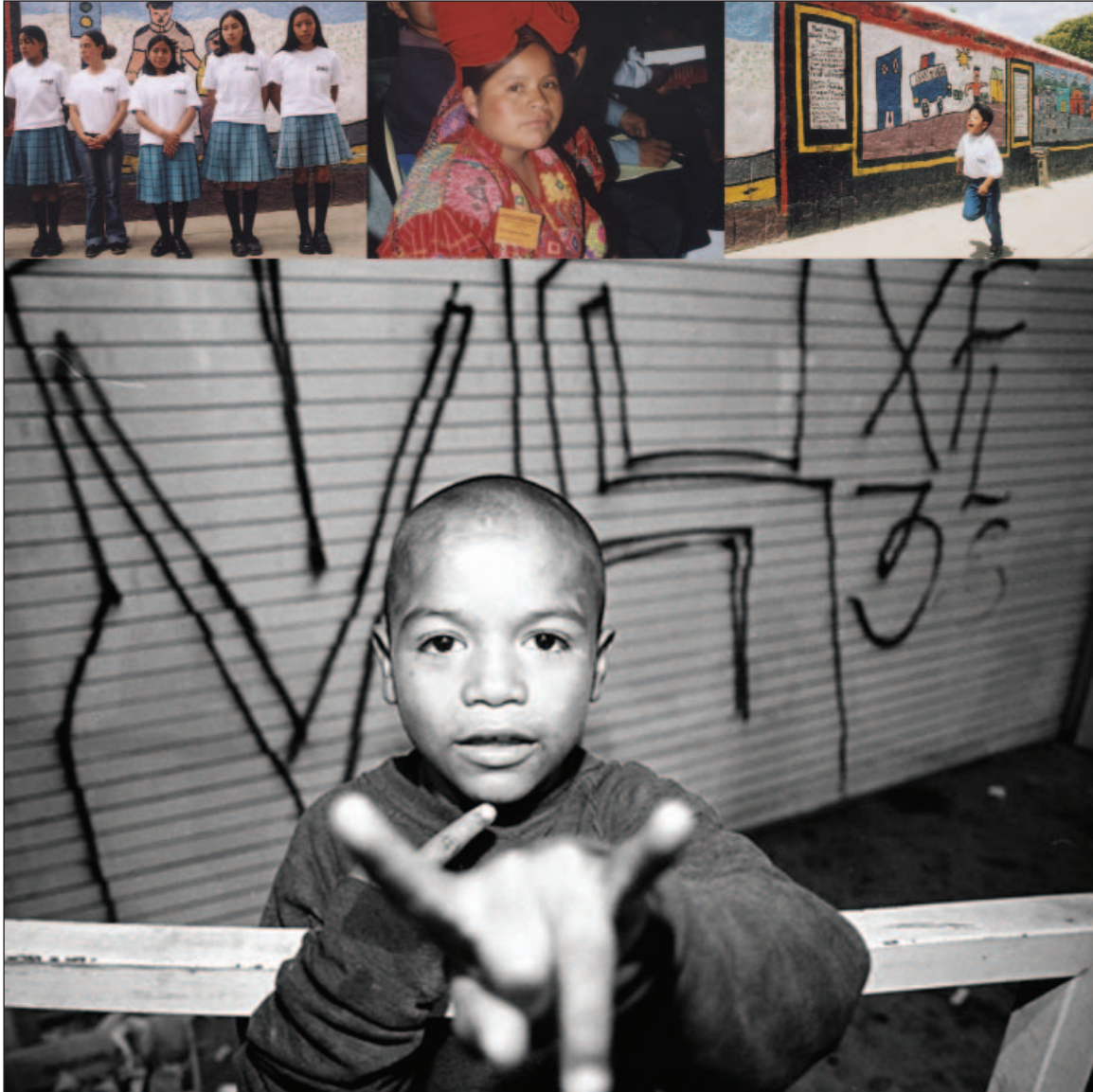


Civil Society Program

Final Report

Contract No. 520-A-00-01-00088-00





CAII

PROGRAMA DE SOCIEDAD CIVIL DE USAID

Implemented by
Creative Associates International, Inc.



FINAL REPORT EXECUTIVE SUMMARY AUGUST 24, 2001 – SEPTEMBER 10, 2004

Prepared by

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For

The United States Agency for International Development
Guatemala (USAID/G/CAP)

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Executive Summary

The USAID/Civil Society Program (USAID/CSP) was awarded to CREATIVE ASSOCIATES INTERNATIONAL, INC. (CAII) on August 24, 2001. Program activities started on September 10, 2001. The USAID/CSP builds on the experience and success of Proyecto INCIDENCIA (a previous civil society program implemented by Creative Associates and funded by USAID) although it pursued an approach focused on four thematic areas. Total project funding for the duration of the Program was \$4.16 million dollars and was later increased to \$4,369,000.

The Program supported the achievement of USAID's Strategic Objective (SO) No. 1, "More Inclusive and Responsive Democracy." The overall expected result of the Program coincides with USAID's Intermediate Result (IR) No. 2 under SO 1: "Broader, more effective civil society participation in the policy process and oversight of public institutions." USAID/CSP pursued three intermediate results:

- IR 1: Substantive results achieved by policy reform efforts and oversight of public institutions (includes 20 lower level results).
- IR 2: Selected CSOs' organizational and technical skills improved (includes 4 lower level results),
- IR 3: Links among CSOs working at the departmental, national and local level developed and consolidated (includes 2 lower level results).

The three-year USAID/Civil Society Program supported four programmatic areas: *Transparency/Anti-Corruption, Public Security, Combating Ethnic Discrimination and Congressional Strengthening* by strengthening civil society through grants, technical assistance and training.

The first intermediate result, "Substantive results achieved by policy reform efforts and oversight of public institutions" in the four programmatic areas mentioned above was designed to summarize the performance of the funded project and was considered by USAID the key indicator of success. *In 2003, USAID/CSP successfully achieved 12.25 results (rounded to 12 results), meeting the target of 12 out of 20 results for that year. In 2004, USAID/CSP successfully achieved 14.90 results (rounded to 15 results) meeting the target of 15 out of 20 results for this year.* This level of success was achieved in spite of the fact that three of these results were initially assigned to a coalition (UTZIL), were terminated in 2003. This factor alone made it very clear that 2004 CSP performance could not result in more than 17 results.

The second intermediate result, "Selected CSOs' organizational and technical skills improved", was successfully achieved in 2003 by meeting 3.67 out of the 4 lower level results under this IR; and again was successfully achieved in 2004 by meeting 3 out of the 4 results under this IR. USAID/CSP was successful in improving all programmatic, technical and organization capacities of CSOs, but was not as successful in improving the financial capacities of CSOs.

The third result, “Links among CSOs working at the departmental, national and local level developed and consolidated,” was also successfully achieved in 2003 by meeting 1.5 out of the 2 lower level results under this IR; and was successful again in 2004 by meeting 2 out of the 2 lower level results under this IR.

USAID/CSP Background

During project start-up USAID/CSP held consultation sessions with experts to identify the projects’ themes and develop RFAs per programmatic area. These planning sessions were an integral part of the USAID/CSP strategy to bring together CSOs, stakeholders and programmatic area experts to identify key topics and illustrative activities for which grants should be offered. The thematic consultation process was used as the basis for development RFAs in order to award the projects. The RFAs outlined the requirements for proposal length, project objectives and expected results. They also provided a technical overview of the project and elaborated on the degree of emphasis CSOs should place on the inclusion of mobilization, civic education, media campaign activities, and gender and ethnic considerations in their proposals. Each RFA included selection criteria and a sample proposal presentation format.

Creative Associates developed seven RFAs that included a total of 20 expected lower level results. USAID/CSP staff and USAID conducted the grant evaluation process by evaluating and ranking each proposal using the above-mentioned evaluation format.

- a. Experience and Capacity to Achieve Results (30 points)
- b. Key Personnel (including the Project Coordinator) (35 points)
- c. Technical Proposal (25 points)
- d. Cost Proposal (10 points)

A great deal of emphasis was placed on the connections CSOs drew between the content of their technical proposals and the Program’s established results and programmatic areas. The USAID/Civil Society Program (USAID/CSP) selected through a competitive process eight coalitions/organizations to receive grant awards. USAID/CSP focused on equipping them with programmatic, technical, and operational skills to enhance their performance over the long-term and to better serve their organizations, their constituents and the greater Guatemalan society.

The eight coalitions/organizations were comprised of a total of 37 Guatemalan CSOs. The selected coalitions under each programmatic were:

A. Combating Ethnic Discrimination

1. **Pluricultural Society /UTZIL** (Fundación Rigoberta Menchú Tum and CENTRO Maya SAQB’E)
2. **Pluricultural State – PAQ’UCH** (DEMA, ASIES & KAJI E’)

B. Public Security

3. **Crime Prevention/ APREDE** (ICCPG, CALDH, FADS, AMPEGUA)
4. **Crime Prevencion/CJUPREDE** (FUNDAJU/SODEJU, GESA, ANJG; ONEG; ANJG, ONEG & MojoMaya)
5. **Strengthening of the National Civil Police/IMASP** (ICCPG, FADS & MA)

C. Transparency/Anti-Corruption

6. **Strengthening State Control Agencies/ Alianza por la Transparencia** (Cámara de Comercio de Guatemala, Grupo Gestor de Quetzaltenango & Consultores Sociales –CONSOC); that later became (Cámara de Comercio de Guatemala, CIEN & Acción Ciudadana)
7. **Access to Information - AC/Observatorio Ciudadano** (*El Periódico*, Radio Punto, IDHUSAC, IIES, IDIES, Fundación Guatemala, el Círculo de Columnistas, AGIP, Coalición por la Transparencia, Mesa de Concertación de Chimaltenango, Mesa de Concertación de Verapaz, SIMOP, among others.)

D. Congressional Strengthening

8. Congressional Strengthening (AC/Mesas de Concertacion)

A key component of USAID/CSP's success was implementing a "Developing Conditions for Effectiveness Phase" prior to allowing grantee's full implementation of activities. This phase consisted of a series of technical assistance and training workshops to further develop the ideas presented in the coalitions' proposals and to assist them in designing tools to most effectively prepare them for successful project implementation. *Upon completion of this phase, the coalitions had revised their programmatic strategies, their operational plan, budgets for every activity media, mobilization, and civic education strategies they then developed detailed M&E plans with revised baseline and results, indicators, and targets for the following two years.*

The following are some lessons learned related to the "Developing Conditions for Effectiveness Phase"

- The coalitions developed a real sense of solidarity due to the amount of time they spent together revising their proposed strategies, developing their plans and deciding upon their expected results.
- The coalitions developed a clear understanding of their own projects and, quite unexpectedly, the other coalitions' projects as well.
- The coalitions were able to visualize areas of potential collaboration among their projects.
- All eight coalitions/organizations chose to function as a coalition bloc to provide strategic support to each other's work thereby strengthening the effectiveness of

one another's activities. For example, during the week of June 17, 2001, they all supported the efforts of the IMASP coalition by jointly signing a press release to petition the government for continued funding for the National Police Academy.

- All eight coalitions/organizations were sensitized about the need for, and importance of, monitoring their projects. USAID/CSP offered CSOs, for the first time, the opportunity to systematically monitor their projects.
- All coalitions initiated their activities with solid foundations developed during this phase. All of them had well defined Operational Plans and clear Monitoring Evaluation Plans and Instruments.
- The time/resources spent during the preparation phase of the project paid off during the implementation phase.

During the grants' implementation phase, USAID/CSP conducted monthly monitoring meetings to all eight coalitions. These meetings proved to be key in measuring coalitions' compliance with planned activities, discussing issues affecting project implementation and making decisions about changes of strategy as the political environment changes.

All the projects that required establishing relations with government counterparts were successful in developing and strengthening them. These coalitions moved forward in developing contacts, designing and submitting proposals and initiating lobbying activities. The eight coalitions moved forward in their media strategies.

All coalitions were able to position themselves as valid interlocutors in their thematic areas. USAID/CSP's emphasis on the development of media strategies and strengthening the skills of the coalitions/organizations in working with the media was key in achieving the overall success of USAID/CSP.

In early 2003, CSP saw the need to end the cooperation with the Sociedad Pluricultural/UTZIL (Fundación Rigoberta Menchú y Centro Maya SAQ'BE). After having provided UTZIL extensive technical guidance and recommending steps toward the achievement of program objectives, UTZIL was unsuccessful in reaching its objectives for year one. Therefore, it was decided that this Project should be cancelled before assigning more resources. USAID was in agreement with this decision.

CSP supported all eight coalitions in skills development through their attendance at short-term courses in-country, as well as, conferences overseas. Several political analyses were held, both focusing on analyzing the political environment as it related to the 2003 Presidential elections. In addition, CSP continued motivating coalitions to expand networks with local and national groups for mobilization and civic education purposes; continued the media training, and addressed the aspirations and needs of women and indigenous peoples in their project efforts

In the first semester of 2003, USAID provided additional funding to CSP for the development of new activities on Transparency/Anti Corruption issues. A one-year project was awarded to CIEN to monitor public spending, and a second one was

approved to *Cámara Guatemalteca de Construcción* (CGC) to monitor public construction investment.

During the second semester of 2003, CIEN, one of the two new coalitions, developed and tested monitoring instruments to evaluate the success and transparency of the existing Schools Feeding Program and public works funded through the Departmental Development Councils. The monitoring was made "in situ." Field testing of the instruments was followed by corrections to the instruments, field work and preparation of final reports. The School Feeding Program report was presented during the quarter to the media, a selected group of civil society members, government officials and international donors. In addition, CIEN developed an alliance with ASIES and MINUGUA to monitor the 2003 Government of Guatemala budget and gained approval for access to information from the Ministry of Finance to start monitoring process. An emphasis of the study was the approved funding for ex PAC (Patrullas de Auto Defensa Civil) members. On the other hand, the Guatemalan Chamber of Construction initiated activities to develop a web page focused on monitoring public works. The web page will offer access to information not normally available to the general public and will serve as a transparency tool for CSOs, journalists and private sector.

Unique to the CSP's approach was its emphasis on media development and collaboration as a pillar of programming. Media coverage, which was initially extensive, became even more prominent in the ending months of the project. Each of the CSP's eight coalitions produced two radio and TV spots as part of their training. They competed their media products in a Civil Society/Media Competition, sponsored by CSP, that required coalitions to develop key messages in line with their objectives and emit these on local or national TV and radio.

As the USAID/CSP project close-out date approached, the CSP redoubled efforts to help grantees systematize procedures, manage for success, and ensure sustainability so that grantees were able to prosper beyond the life of the CSP. Though these areas are key components of technical assistance provided by the project, they go hand in hand with mentorship of coalition members' programs.

Specific results achieved by coalitions

1. PAQ'UCH

- Developed a proposal to reform the Judicial Branch Law
- Lobbied successfully for the creation of a Presidential Commission Against Ethnic Discrimination of Indigenous Populations
- Established and installed the country's first National Assembly of Mayan Peoples, representing 16 linguistic communities

2. IMASP

- Developed, negotiated and received approval of a Code of Discipline for the National Police
- Improved Public Security through police monitoring techniques and methodologies
- Developed a permanent mechanism for monitoring police officers infractions
- Gained national recognition by the National Police and the Ministry of Government as the civil society interlocutors on police issues
- Spearheaded the process to develop National Police Misconduct Tribunals
- Produced and distributed 60,000 civic education brochures explaining citizen's rights and obligations in relation to the police

3. APREDE

- Developed an alternative proposal for delinquency prevention work
- Improved Public Security through Crime Prevention
- Designed and launched a 'Model Youth Home' to offer a holistic development approach vulnerable youth and former gang members
- Mitigated level of delinquency among youth in three selected areas, crime rates have dropped as much as 40 percent in community crime rates
- Mobilized teachers, students and parents to devise crime prevention strategies
- Sensitized and developed crime prevention awareness among more than 6,000 citizens through street theatre, publications, talks in schools and cultural competitions
- Influenced the current GOG administration to change its hard line discourse on gangs and lobbied President Berger to donate Finca Santo Tomás, the presidential ranch, for the use of youth-at-risk, thus signifying a shift away from the GOG's previous "get tough on criminals" approach to one of crime prevention and economic development

4. CJUPREDE

- Developed a crime prevention methodology to work with youth at risk.
- Improve Public Security through citizen driven crime prevention programs
- Reduced crime acts considerably in areas targeted by the project.
- Influenced police force deployment in areas targeted by the project

5. Coalición por la Transparencia

- Fighting corruption by strengthening public institutions
- Promoted a transparent process to elect the Controller General
- Developed and negotiated a legal proposal to reform transparency laws
- Influence the reengineering process of the Attorney General's anti-corruption office
- Developed a Transparency Code of Conduct among businesses

6. Observatorio Ciudadano

- Created a citizens' group to spearhead access to public information
- Launched monitoring mechanisms and tools related to public spending, procurement and contracting, and the 2003 Presidential Campaign
- Implemented an advocacy campaign to promote the Access to Information Law
- Established a Transparency Award for State institutions related to transparent procurement and contracting

7. AC/Fortalecimiento del Congreso

- Presented participatory methodologies to improve Congressional legislative functions
- Developed and promoted new participatory methodologies to improve Congressional monitoring functions
- Influenced Congressional modernization process with relation to integrating measures to improve lawmaking
- Developed Departmental Legislative Agendas in two target areas
- Developed and influenced the definition of a 'Congressional Candidate Profile' among political parties
- Designed country's first university course for journalists wishing to cover Congressional issues.

Other Overall Achievements

Overall, the coalitions became:

- Integrated as a group, with recognition of the different roles and responsibilities of each coalition member
- Capable of influencing public policy and monitoring public institutions
- Experts in select programmatic areas
- Well positioned with the media and developed a clear understanding of how they could influence the media
- Capable of working by results and conscious of the benefits of the methodology
- Sustainable as coalitions and attractive to other donors
- Eager to maintain the cohesiveness of a larger coalition

A Successful Methodology

Phase 1

Establish Priorities and Award Grants

(4 months)

- Focus on defined programmatic areas and develop a consultation process to identify priorities for each thematic area
- Develop specific RFAs and invite CSOs to submit proposals

- Encourage CSOs to recognize the importance of forming coalitions, developing media, mobilization and civic education strategies
- Evaluate proposals, select BAFOs, and award grants

Phase 2
Develop Conditions for
Effectiveness/Grant Start Up
(3 months)

- Analyze coalition needs
- Develop two-year operational plans
- Develop monitoring and evaluation Plans
- Offer training on financial procedures and regulations
- Offer training on cross-cutting subjects
- Review and approve revised plans and strategies

Phase 3
Grants Implementation and
Strategic Assistance
(2 ¼ years)

- Approve full grant implementation
- Meet monthly to monitor progress and remain flexible to address changes in political context
- Offer training on programmatic, technical and organizational aspects as needed
- Approve internships
- Monitor and provide feedback to CSOs progress reports
- Review overall achievement of results quarterly

Phase 4
Program Closeout
(2 months)

- Develop close out plan
- Close grants
- Ensure that reports and documentation has been submitted
- Ensure that equipment purchase through grants is donated to grantees
- Close project